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New Brunswick

Provincial Parks and Heritage Sites Master Plan

Response

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Department of Tourism, Recreation, and Heritage

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Provincial Parks and Heritage Sites

Master Plan

Response

Parks and Recreation & Culture Divisions

Department of Tourism, Recreation, and Heritage

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iv) Heritage Sites development, Thematic Framework, and increased assistance to the heritage community will require additional resources.

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Summary

Department of Tourism, Recreation & Heritage's

Response

To The

New Brunswick Provincial Parks and Heritage Sites Master Plan

INTRODUCTION

The Provincial Parks and Heritage Sites Master Plan was jointly funded by the provincial and federal governments. It began in 1988 and the report was received in the Spring of 1990. A summary of the 255 page document was presented to Policy and Priorities Committee of Cabinet in May of 1990.

Policy and Priorities Committee agreed to defer action until the Department had time to review the recommendations and prepare a comprehensive response. Major issues have now been identified by the Department from the hundreds of recommendations which the consultants made in the Master Plan.

The attached report is the Department's proposed response and has been prepared for Policy and Priorities Committee. The Departmental response includes major policy recommendations for consideration by the government as well as many recommendations for the internal use of the Department. In this summary document, important policy recommendations and other sensitive issues have been singled out for Policy and Priorities Committee.

WHAT THE MASTER PLAN SAID

To assist in the understanding of the departmental response to the Master Plan, the following is a summary of information from the consultant's Master Plan report:

A. Highlights - Province-wide Public Hearings

- The Province's role in Parks & Heritage Sites protection is important.
- The system is a source of pride.
- New sites are needed - Miscou Island, wilderness areas, lighthouses, beaches, and heritage sites representative of new "themes" such as Native, early Acadian and post 1914.
- Roadside rest areas need improvement.
- Provincial Parks shouldn't be unfair competition for private campground owners.
- There is concern for the integrity of the system if privatization is recommended.

B. Factual Information From the Master Plan

- Glenwood Provincial Park, which opened in 1935, was the first park in the system.
- Provincial Parks represent only .3% of the total land base of the province. (The national average is 1.4%. The World Wildlife Fund is promoting the concept of protecting 12% of the total land base by all governments.)
- Provincial Parks employed 700+ people in 45 sites in 1988.
- The first historic site was designated in 1965.
- Heritage Sites employ 400+ people in two major historic villages and five smaller sites.
- There are 47 declared and 20 protected heritage sites.
- Existing facilities and staff drew positive comments.
- Parks legislation needs improvement, but heritage legislation is totally inadequate.
- Important natural areas (beaches, rivers, trails, islands) and cultural "themes" (Native, early Acadian) are not in the system, but should be.

- Not all the existing Provincial Parks or heritage sites are "provincially significant".
- Programs and interpretation are very poor.
- Not enough attention is paid to revenue generation.
- There is lack of citizen involvement.
- Advertising and marketing is virtually non-existent.
- 75% of parks users are middle income New Brunswickers under 35 years of age; most are repeat visitors.
- 45% of the campers are New Brunswickers.
- The number of campers is declining and the number of short visits is increasing.
- 72% of heritage sites visitors are non New Brunswickers over the age of 35 with above average income; most are first time users.
- Expenditures by New Brunswickers and visitors who travel to visit the parks or heritage sites was $293M.
- Total wages and income earned by New Brunswickers as a result of having the system is $86M.
- Tax revenue to the Province from visits to the sites totals $20.4M annually.
- The system contributes $114M to the GPP.

POSITIONING THE SYSTEM (PAGE 3 - 7 OF THE DEPARTMENT'S RESPONSE

The Department's recommendations have been prepared with an awareness of international, national and provincial trends and information which point out the important role of both parks and heritage sites. The System is linked to the Brundtland Report, various United Nations charters and conventions and the federal Green Plan. Parks are seen as part of the world-wide environmental agenda.

At the provincial level, there are strong links with the government's proposed Sustainable Development Strategy, the Image Study, the Economic Development Strategy, the Department's Tourism and Cultural Strategies and the Municipal Heritage Preservation Act.

ROLE OF PARTNERS (PAGE 8)

While national parks protect areas of national significance, and municipal parks are primarily facilities for recreation, the general consensus amongst provinces is that the role of Provincial Parks is to conserve natural areas and provide outdoor recreational opportunities for residents and guests. Natural areas of provincial significance are generally selected on the basis of a natural regions plan for the Province. The system usually presents opportunities for compatible outdoor recreation and results in substantial economic impacts on regional and provincial economies.

The role of Provincial Heritage Parks is to preserve and promote the cultural heritage of significance to the Province for the benefit of New Brunswickers and their visitors. The system creates a realistic opportunity to encounter the past through on-site activity and historic interpretation. Heritage parks, as well, generate significant revenues, particularly from the important visitor market.

RECOMMENDED POSITIONING OF THE PROVINCIAL SYSTEM (PAGE 9 - 11)

The system is important to the Province from an environmental, economic and social (ie. recreational and cultural) point of view.

Environmentally Provincial Parks and Heritage Sites are an important way of protecting and managing provincially significant natural and cultural resources. The Parks System should represent each of New Brunswick's natural regions, cover a much larger percentage of the provincial land base and coastal areas, and contribute to the conservation of biodiversity. Heritage sites commemorate, and the Province's legislation protects, provincially significant periods of history, buildings, and non-renewable resources.

Economically the Parks and Heritage Sites System contribute to New Brunswick's image and growing tourism industry. The System will also encourage significant regional economic activity by allowing the private sector to participate in offering goods and services to park users, and to develop compatible facilities and attractions within parks to keep tourists longer in the province.

Socially the public values parks and heritage sites as important links with our natural and cultural heritage. They are places for recreation, are examples of our unique quality of life, and are an important part of our identity as a province.

FUTURE: PARKS AND SITES IN THE NEW SYSTEM (PAGE 15)

The Department is recommending a significant change in the role of the Provincial Parks & Heritage Sites System. Provincial Parks will be seen as more than recreation areas and campgrounds. Heritage Sites will be more than tourist attractions.

The Provincial Parks and Heritage Sites of New Brunswick will represent the most significant historic themes, some of the best scenic landscapes, natural and cultural interpretation and outdoor recreational areas of the Province. Parks will be used, managed, protected and promoted in a manner which clearly demonstrates New Brunswick's commitment to the balanced use and protection of its natural and cultural environment for the benefit of the present and future generations.

The primary focus of recreational activities, interpretation programs and user services will be the enjoyment and appreciation of the natural and cultural environment. The more intensive recreational uses will be grouped together into smaller, more compact areas. While there are and must be exceptions, the Department intends to leave in a natural state the majority of the total area of most parks.

The Department will focus on the restructured Provincial Parks and Heritage Sites System as an environmental and cultural showcase that significantly contributes to the provincial tourism industry. Marketing initiatives will promote the "green, clean and pristine" image of our System and our Province and the "good nature" of our people. In the future, the Department will strive to offer a variety of activities and special events in the parks and sites allowing users to enjoy the outdoors and the outstanding resources contained in the system.

Whenever possible and compatible, the private sector will be invited to participate in the Provincial Parks and Heritage Sites System, providing opportunities and services for users, thus stimulating increased economic growth in the local areas.

Only the best of the existing Provincial Parks and Heritage Sites will constitute the nucleus of the restructured system. New parks will be added to the System to complement and complete the representation of natural regions and cultural themes, as resources become available.

Partnerships, volunteer participation, and public consultation will be an important facet of the System. The Department will seek involvement of our citizens to encourage a greater sense of "ownership" of Provincial Parks and Heritage Sites.

MAJOR ISSUES

The Department has grouped the hundreds of recommendations in the Master Plan under ten (10) headings. In the Departmental response information and direction from the Master Plan are included, along with recommendations. In this executive summary important and sensitive recommendations are highlignted as follows:

A. Redefining the System

- Temporarily defer decision to integrate Provincial Heritage Sites/Villages with Provincial Parks System and to reduce Departmental districts from six to five.
- Acquire new parks, representative of the various natural regions of New Brunswick.
- Upgrade the entire System through downsizing the number of parks.
- Take appropriate action to transfer, dispose or retain properties using one of the following options: transfer parks to municipalities and/or the non-profit sector; withdraw highway rest areas from the Provincial Parks system while still ensuring proper operations; dispose of surplus properties through Department of Supply and Services; hold properties in "park reserves" (especially coastal and inland water properties).
- Continue to manage all park properties in the System (ie. no "whole park concessioning").
- Consider new park developments such as Miscou Island, Heron Island, Bay du Vin Island, Val Comeau, Mount Carleton (expansion), Spednic Lake/St. Croix River and Estuary, Fundy Trail, and linear parks.
- Develop a "thematic framework" for heritage sites and add properties not presently in the System (Native, early Acadian, and the northerly part of the Province).
- Consider new or expanded developments such as at Red Bank, Miscou Island, Old Government House, Partridge Island, Fort La Tour, St. Croix Heritage River, the Enclosure, Kings Landing, and Village historique acadien.

B. Image and Marketing

- Create a common style and identity for all parks and heritage sites so that residents can come to expect commonality across the system in terms of size, programming, staffing, friendliness, colors, signage, wordmark usage, etc.

- Develop and implement a marketing strategy for in-province and out-of-province use, utilizing the eco-tourism, outdoor adventure and heritage-tourist concepts.

- Establish a toll free reservation system and credit card acceptance.

- Improve recreation, environmental education, and natural/cultural heritage interpretation.

- Operate some parks year around and extend others into the shoulder seasons.

C. Individual Park Management Plans/Citizen Involvement

- Adopt the concept of developing individual park management plans with considerable citizen involvement.

- Begin the process with Mactaquac, Mount Carleton, Parlee Beach Provincial Parks and one of the major historical villages.

- Seek Cabinet approval for individual park management plans.

- Adopt the provincial land stewardship zoning guidelines as listed on page 31 of the Departmental response. (Note: Through these guidelines the Department is recommending controls on forest management and commercial harvesting, recreation, private sector development, mechanized travel, fish and wildlife management, etc.)

D. Private Sector Involvement

- Seek private sector involvement to operate existing services and facilities such as canteens, restaurants, campgrounds, camper stores, retail outlets, equipment rentals; and to provide maintenance (garbage collection, grass mowing, cleaning, painting, etc.) wherever possible.

- Undertake an evaluation to determine the feasibility of operating the Mactaquac and Herring Cove Golf Courses and the Sugarloaf Ski/Alpine Slide operation through the private sector.

- Encourage the development of private sector tourism industry packages for outdoor adventure, nature observation, campground usage, recreation programs, lifeguards, etc.

E. Activities and Programs

- Reprofile budgets and human resources, which result from downsizing, to improve programs and activities in the remaining parks, thus reducing dependency on Department of Labour's program for summer students.
- In cooperation with the private sector, offer new and unique activities and tourist packages to keep people in the province longer.
- Develop, and possibly deliver, programs through partnerships with the private sector, non-profit organizations, the federal government, universities and schools, service clubs, seniors groups, communities, etc. (eg. hosting major events, multi-cultural activities, square dances, films, story telling, music, Native cultural activities, etc.)

F. Maintenance

- Seek a much-needed increase in the ordinary account budget for maintenance.
- Collaborate with Department of Supply and Services to develop a plan to deal with several deferred maintenance problems which exist.
- Establish a "conservation corps" of young people to carry out conservation and land management tasks during the summer.
- Work with volunteers to assist in other conservation activities such as trail maintenance, restoration, etc.

G. Revenue and User Fees

- Revise the fee system striving to recover an increased percentage of total cost.
- Increase user charges, but only where it is efficient to do so.
- Not charge for individual walk-in access to parks, hiking and ski trails, beaches, picnic areas and other passive activities.
- Develop "packages" and discounts for special interest groups and tourists.
- Ensure that private sector contributes to government a fair portion of its revenue through a competitive tendering process and the minimum payment concept.

H. Linear Parks

- Establish an interdepartmental committee with Departments of Transportation, Natural Resources and Energy, Supply and Services and other interested departments to bring forward a more detailed recommendation.
- Develop two pilot trails - Oromocto to Westfield including Oak Point Provincial Park, and St-Jacques to the Edmundston T.I.C. including Les Jardins de la République Provincial Park.
- Establish a portion of the Fundy Trail Parkway as the first major linear provincial park.
- Work with Department of Natural Resources and Energy and the St. Croix International Waterway Commission to establish a St. Croix River linear park incorporating existing and new properties.

I. Legislation, Regulations and Policies

- Bring forward recommended changes to the Parks Act with improvements in the following areas - defining a Provincial Park, purpose of the park system, the park management planning process, and the acquisition/disposal process. (Note: The Department intends to recommend that park disposal be done with the approval of the Legislature).
- Bring forward recommendations to improve regulations with emphasis on limiting or prohibiting resource extraction, hunting/fishing and trapping, vehicle access.
- Initiate a complete legislative review concerning heritage matters in 1992-93.

HERITAGE STEWARDSHIP

Heritage responsibilities go beyond the operation and development of an asset based sites system. In fact, the development of a park or historic site is only one form of commemoration. Master Plan recommendations have crystallized the direction of the Department with regard to these additional responsibilities. Heritage stewardship is a concept which increasingly captures the role of the Province in ensuring the conservation and development of heritage resources. The Province contains a tremendous stock of heritage sites with well over 30,000 structures being built before 1914 and over 1000 known archæological sites from our Province's 11,000 year history. In both cases, these represent only a small, recorded part of the real extent of these New Brunswick resources.

While some of the issues have been covered in the preceeding sections dealing with the Parks and Heritage Sites system, the Master Plan makes recommendations concerning heritage stewardship:

- A major legislative review is needed, considering the present weak legislation. A public round of consultation is recommended as the optimum method of proposing a law which reflects the public wishes for the preservation of our common heritage.

- Public involvement must be encouraged. A low visitation rate by New Brunswickers was found at heritage sites reflecting a real need to devote more energies to the citizens of this province. Advisory boards and citizen groups can be used as avenues of involvement.

- The conservation of heritage site resources represents a major challenge as these resources are non-renewable and must reside in place where history happened. Unlike artifacts or documents which can be moved to a museum or an archive, they depend upon our stewardship for protection. The Province as a major land holder needs to address directly its responsibilities for the protection and conservation of these resources. This will set the tone for private and corporate stakeholders. Province wide inventory programs are needed to increase our knowledge about site distribution, nature, and condition to address problems faster and have the resources considered as early as possible in the planning process.

- A Commemoration program is easily the most visible part of heritage stewardship by selecting and promoting resources of significance to the Province. It provides visible products: brochures, plaques, interpretive signage, and potentially, developed sites—all methods of increasing interaction with heritage resources.

- A Systems Plan is recommended by the Master Plan as the tool that can provide a consistent development of our Province's history. A Thematic Framework reduces the 11,000 years of human settlement to a manageable set of themes, sub-themes and elements. The provisional framework developed in the Master Plan identified many gaps in the coverage of our heritage: little Native content, little early French Period, little representation in northern New Brunswick, no post 1914, little commercial/industrial or social themes. These gaps have development potential for putting heritage into action with major social and economic benefits.

Department of Tourism, Recreation & Heritage's

Response

to the

New Brunswick Provincial Parks and Heritage Sites Master Plan

I. INTRODUCTION

The Provincial Parks and Heritage Sites Master Plan was initiated in 1988 by the Department of Tourism, Recreation and Heritage. The Plan was to provide a strategy for the responsibility areas of the Provincial Parks and Heritage and Archæology Branches, the former Provincial Parks and Historic Sites Division. Since that time, the Department has been re-organized but the implications of the Master Plan remain unchanged.

The Department owns, operates, and leases parks and sites. It holds other properties in reserve and is responsible for the administration of these assets. The legislative authority for ownership and the mandate to operate the Provincial Parks is the Provincial Parks Act and its regulations.

The stewardship of the Province's cultural heritage addressed in the Plan encompasses architectural, archæological, and historic place sites—all reflecting real property, important to the evolution of New Brunswick. These are also non-renewable resources which can easily be lost without proper protection. The legislative authority is the Historic Sites Protection Act, proclaimed in 1954.

Derived from these heritage resources are individual developed heritage sites and two heritage villages (one of which has its own legislation—Kings Landing Corporation Act).

In May 1990, the Department had completed by an external consulting firm a Master Plan Study, the first comprehensive evaluation of the System since it was first put in place over fifty (50) years ago. Its purpose was to map out a strategy for the development and operation of the System over the next decade.

The process followed in the study involved numerous meetings with Departmental staff and other experts, and a series of eleven public consultation sessions held throughout the Province (Fall 1989).

For the past year, the Department has studied and evaluated the implications of the Master Plan recommendations. The following is the Department's position vis-à-vis the future role and the new direction for Provincial Parks and Heritage Sites. It is intended that, following Cabinet's approval, the Department will update the Provincial Parks Act and Regulations and the Historic Sites Protection Act.. As well, it will implement a new Management Planning Process for each Pro vincial Park and Heritage Site in the new system.

II. POSITIONING THE PARKS AND HERITAGE SITES SYSTEM

A) AN OVERVIEW

The following is an overview of international, national and provincial initiatives, strategies, programs and organizational structures that have an impact on the environmental, economic and social positioning of the New Brunswick Provincial Parks and Heritage Sites System.

INTERNATIONAL

i) Brundtland Report: "Our Common Future" (1987) - "A consensus of professional opinion suggests that the total expanse of protected areas needs to be at least tripled if it is to constitute a representative sample of Earth's ecosystems".

ii) World Charter for Nature (adopted by the UN General Assembly on October 28, 1982) - The charter states that "special protection shall be given to unique areas, to representative samples of all the different types of ecosystems, and to the habitats of rare and endangered species".

iii) UNESCO Venice Charter (1966) member states have responsibility under this charter for the protection of their historic resources and are responsible for planning policies based upon their own culture and traditions.

iv) Convention for the Protection of the World Cultural and Natural Heritage (1972) - This convention established a World Heritage List of natural and cultural significance. Member states should direct their work in the field of conservation in such a way that the cultural and natural heritage is no longer a check on National Development but a determining factor of such development.

v) International Council on Monuments and Sites (ICOMOS) Charter of Cultural Tourism (1976) - This charter encourages education and training toward the preservation of the heritage resource base for future generations while accommodating tourism.

NATIONAL

i) World Wildlife Fund (Canada) - Endangered Spaces Campaign - The campaign has a specific measurable goal: "to conserve Canada's biological diversity by protecting a representative sample of each of the country's natural regions by the year 2000." Progress towards this goal is achieved by establishing parks or other protected areas which limit the impact of human activity on natural ecosystems.

To measure this progress, the campaign requests that the provincial, territorial and federal governments do the following:

- complete a map showing each province's or territory's natural regions;
- set criteria for defining a representative sample of each region;
- set standards for determining when an area is protected (ie., no harvesting, mining or hunting).

ii) Canada's Green Plan (1990) - Natural Regions - The national parks system is by far, Canada's best-known way of preserving and protecting land. Since its beginnings with Banff National Park, the national parks system has grown steadily, protecting more and more of Canada's natural heritage and beautiful landscapes. The federal government's goal is to have each of Canada's 39 terrestrial regions represented by a national park. When this has been accomplished, the national parks system will be complete, providing protection for about 3 per cent of Canada's land area.

Similarly, there are 29 different marine regions in Canada. The federal goal is to represent each of these through a national marine park.

As well, 18 rivers or sections of rivers have been nominated to the Canadian Heritage Rivers System. To date, 11 of these rivers have been officially designated, including the St. Croix River in New Brunswick.

To accelerate this important process, the Government of Canada has announced it will:

- establish at least five new national parks by 1996;
- negotiate agreements for the remaining 13 parks required to complete the terrestrial system by 2000;

- establish an additional three national marine parks in areas to be confirmed by the year 2000; and [Note: New Brunswick is pursuing the establishment of a National Marine Park in the West Isles region of the Bay of Fundy.]

- provide additional assistance in undertaking studies, plans, resource evaluations and monitoring of designated rivers to provincial and territorial governments participating in the Canadian Heritage Rivers System.

iii) Canada's Green Plan (1990) - Historic Themes. In addition to the cultural implications of the Canadian Heritage Rivers System, the governments long-term goal is to represent more Historic Themes in the national system of Historic Sites. This includes commemoration of seven key historic themes by 1995 and complete representation of all themes by 2000. [Note: Priority will be given to Native themes—as at Red Bank—and lumbering.]

In addition the Federal Heritage Buildings Review Office is to be strengthened in mandate and influence, for example federal departments must now renovate and restore existing buildings before constructing new ones.

The following is also called for:

- co-ordinate federal and provincial efforts to protect cultural heritage;

- open proceedings of the Historic Sites and Monuments Board of Canada to public input;

- encourage compatible economic development in relation to heritage protection; encourage community based preservation;

- work with new departments to establish formal environmental and heritage education programs.

iv) Other National programs - Other federal programs have an impact on New Brunswick including the National Heritage Policy (initiated by the departments of Environment and Communications) the National Archaeology Policy, and Federal Museum Policy. Furthermore, the disposal of federal property such as lighthouses and legislation designating railway stations is expected to impact provincial policy.

PROVINCIAL

i) A Proposed Sustainable Development Strategy for New Brunswick (1991) - Some of the Natural Areas sectoral recommendations:

- prepare an action plan for natural reserves to adequately represent the major eco-regions of New Brunswick;
- develop a long-term cooperative provincial strategy to create a network of protected areas that would include provincial and municipal parks, sanctuaries, historic sites, green belts and ecological reserves.

ii) Image Study - Three cornerstones of the provincial positioning platform are:

- Beautiful Landscape: "Protection of forests, rivers, air and ground water is a high priority of the provincial government".
- People and Culture: Diverse and Friendly; "New Brunswickers are friendly, resourceful people".
- Special Lifestyle : "New Brunswickers enjoy ready access to varied recreational and leisure opportunities in all seasons".

iii) New Brunswick Economic Development Strategy - Towards 2000 - is a strategy built on six major thrusts: preparing New Brunswickers, small business and entrepreneurship, major projects, enhancing the environment and natural resources, equity in regional economic development and projecting the New Brunswick identity.

It states: "Tourism today embraces far more than travel... It also involves our culture, heritage, sport, recreation, meetings and incentive to travel and the natural environment... Our challenge is to capture these elements of our lives and to communicate them to the market place, along with the allure of our landscape and seacoast, while at the same time ensuring that we have the infrastructure that will provide first class service to our residents and guests".

iv) Tourism Strategy, Department of Tourism, Recreation and Heritage (1989) - The Tourism Strategy promotes our pristine environment, outdoor adventure activities, beaches, and scenery.

"Scenery and natural environment are clearly the dominant selling proposition of the Province in the opinion of residents and visitors".

"Tourism in North America is changing, as people are becoming concerned with environmental issues... new trends are emerging, such as eco-tourism and soft adventure. This is the direction of Tourism in the '90's".

Provincial Parks and Heritage Sites are important elements in the tourism product offerings within the various themed regions of the province.

v) Tourism Positioning Statement and 1991 Marketing Campaign - Based on the Tourism Strategy (1989) the Department introduced a new positioning statement in 1990: "A friendly province by the sea, alive with opportunities for fresh natural experiences"; and the theme: "You'll love our good nature!"

vi) Department of Tourism, Recreation, and Heritage Cultural Division Strategy (1991) - This sets forth the New Brunswick government's commitment to cultural development: to increase pride and a sense of identity in its citizens, to foster excellence in cultural endeavours, to increase opportunities to persue cultural activities and experiences, and to maximize the economic benefits of culture for the Province.

vii) Municipal Heritage Preservation Act - Enables Municipalities to establish preservation areas. Policy, procedure, marketing, and promotion of New Brunswick Heritage Sites and Heritage Parks must keep pace with municipal programs.

SUMMARY

Several very important international, national and provincial policy documents all point out the important role of parks and heritage sites as a means of protecting unique natural and cultural resources, providing recreational and educational experiences, contributing to the awareness and identity of New Brunswick, and attracting tourists. The importance of the Government's heritage stewardship role is similarly affirmed.

B) ROLE OF PARTNERS IN THE PARKS AND HERITAGE SITES SYSTEM

i) National Park System (Canadian Parks Service) - The role of national parks is "to protect for all time representative natural areas of Canadian significance in a system of national parks and to encourage public understanding, appreciation and enjoyment of this natural heritage so as to leave it unimpaired for future generations". Concern for ecological integrity is of primary importance in each park operation.

The role of the national historic parks is to preserve a representative sample of nationally significant "in-situ" heritage resources. Concern for the historic integrity and accuracy reflecting identified themes in Canadian History is paramount.

ii) Provincial Parks Systems - The general consensus amongst provinces is that the role of Provincial Parks is to conserve natural areas and provide recreational opportunities for residents and guests. Natural areas of provincial significance are generally selected on the basis of a natural area plan for the Province. The system usually presents opportunities for compatible outdoor recreation and results in substantial economic impacts on regional and provincial economies.

The role of Provincial Heritage sites is to preserve and promote the cultural heritage of signifigance to the province for the benefit of New Brunswickers and their visitors. The system creates a realistic opportunity to encounter the past through on-site activity and historic interpretation. Historic sites, as well, generate significant revenues, particularly from the important visitor market.

iii) Municipal Park Systems - Municipal Parks provide intensive and passive recreation activities close to where local populations reside. Municipal Parks typically include man-made environments for sports and play (ie: hockey arenas and swimming pools) and occasionally natural settings for picnics, strolling and, in coastal areas, public beaches. Recreation for the local community is the primary purpose of municipal parks.

Municipally operated historic sites and museums provide residents and visitors with locally based attractions that preserve area history and foster community pride.

C) RECOMMENDED POSITIONING OF THE NEW BRUNSWICK PROVINCIAL PARKS AND HERITAGE SITES SYSTEM

New Brunswick's Provincial Parks and Heritage Sites System will be defined and developed on three fundamental thrusts. These are:

- Environmental
- Economic
- Social (Recreational/Cultural)

i) **Environment** - The Provincial Parks System will become a key partner in meeting the Province's responsibility to protect and manage natural and cultural resources that are provincially significant.

The natural resources must be determined through the completion of a Provincial Natural Regions Map. This map will divide the Province into areas based on geology, geomorphology, vegetation and climate. The map will be the basis for the development of a Systems Plan which will show how existing Provincial Parks contribute to the representation of the regions. The Systems Plan will also propose where new Provincial Parks should be established to ensure representation of each region.

While World Wildlife Fund (Canada) and others are advocating protection of 12% of the total area of each province, a more realistic position for New Brunswick is "greater representation of natural regions through the establishment of Provincial Parks." Presently, New Brunswick protects 0.3% of its total land base as Provincial Parks and park reserves. This compares with a national average of 1.4%.

The Provincial Parks System will endorse the principles of bio-diversity conservation, that being protecting whole ecosystems as opposed to individual species, through land stewardship zoning and sound management practices.

The Provincial Parks and Heritage Sites System will be a vehicle for the Provincial Government to demonstrate its commitment to the environment and the importance it places on the management of key "green" spaces for present and future generations.

Users will be able to interact with these spaces, but in an appropriately controlled manner.

The cultural resources will be determined through a Thematic Framework, which allows the assessment of significant themes based on the history and culture of the Province through its 11,000 year record of human settlement. Inventories of heritage sites reveal the wealth of New Brunswick history: over 30,000 recorded structures pre-1914 and over 1,000 known archæological sites.

But these resources are non-renewable and must reside in place where the history happened. Unlike artifacts or documents which can be moved to a museum or an archive, they depend upon our stewardship for protection. Our past can only be extracted from these resources with time and patience. Preservation by development into an Historic Site is an option, which returns economic benefit to the Province.

The Heritage Sites System is a tangible demonstration of provincial commitment to the importance of understanding the cultural evolution of the province for the benefit of present and future generations.

ii) Economic - The Provincial Parks and Heritage Sites System is well positioned to be a key player and contributor to New Brunswick's Image and Tourism Strategy including the Themed Regions concept, while being a vehicle for environmental and heritage protection.

As projected by the Statistics Canada Input-Output Model (Open Version), the direct and indirect economic impacts in New Brunswick of the Departmental and visitor expenditures provides an indirect tax revenue in excess of $20 Million, creates over 4,700 person-years of employment with wages, salaries and incomes of more than $85 Million per year, and stimulates an increase in provincial GDP of $113.6 Million.

The System will endorse the sustainable development principle which states that representative ecosystems must be protected. Economic and tourism development within the Parks System will be based on this principle.

The System will also encourage significant regional economic activity by allowing the private sector to participate in offering goods and services to park users, and to develop compatible facilities and attractions within parks in order to keep tourists longer in the Province.

iii) Social - New Brunswickers are becoming increasingly knowledgeable and environmentally aware people. The public recognizes that our natural

environment and heritage areas are being lost and, as a result, these assets become more valuable to them. In particular, in some areas of the province, people have become very attached to parks and heritage sites. Many citizens feel very strongly that these valuable assets must remain, for them and for future generations. There is also a growing awareness of the importance of physical activity, good health and outdoor experiences which enhance "quality of life" in New Brunswick.

New Brunswickers are cognizant of the need to maintain their distinctive identity as a people. The protection of heritage resources and cultural landscape contributes to this identity while fostering pride and awareness of the value of heritage preservation in the overall realm of cultural development.

The System will cater to the needs of citizens of all ages in all regions of the province and will play a major role in providing quality spaces for the users' enjoyment, outdoor recreation, environmental/heritage education and general well-being, ideally on a year round basis.

The New Brunswick Provincial Parks and Heritage Sites System is ideally positioned to be the showcase of the natural and cultural diversity of the province. This will result in environmental, economic and social benefits to all New Brunswickers.

III. PRINCIPLES OF THE SYSTEM

The New Brunswick Provincial Parks and Heritage Sites System will be based on the following principles:

- Our natural and cultural heritage is an important element in creating a sense of identity and pride in the Province and therefore enhances New Brunswick's image both inside and outside its own boundaries.

- The Province is obligated to protect and manage unique, significant, and representative samples of New Brunswick's natural and cultural diversity.

- The Provincial Parks and Heritage Sites System plays a significant role in the Province's tourism industry, because of its contribution to the economic growth and development of the Province.

- The experiences (outdoor recreation opportunities, interpretive programs, and special events) offered to citizens and guests will enhance the quality of life and an understanding of the natural and cultural resource base of the province.

- There are different degrees of environmental sensitivity in the Provincial Parks and Heritage Sites System and appropriate zoning and management policies will be adopted and implemented in order to allow an appropriate interaction of people and the environment. The Department will seek the public's involvement in the planning process and policy direction.

- Concern for economic development will not jeopardize the long-term integrity of the natural and cultural resources. Protection of these resources in Provincial Parks and Heritage Sites is a priority.

- New Brunswick has a responsibility to contribute to the world-wide initiatives of sustainable development and biodiversity and to encourage citizens commitment through environmental education awareness programs.

IV. THE FUTURE: PARKS AND HERITAGE SITES IN THE NEW SYSTEM

The Provincial Parks and Heritage Sites of New Brunswick will represent the most significant historic themes, some of the best scenic landscapes, natural and cultural interpretation and outdoor recreational areas of the Province. Parks will be used, managed, protected and promoted in a manner which clearly demonstrates New Brunswick's commitment to the balanced use and preservation of its natural and cultural environment for the benefit of the present and future generations.

The primary focus of recreational activities, interpretation programs and user services will be the enjoyment and appreciation of the natural and cultural environment. The more intensive recreational uses will be grouped together into smaller, more compact areas. While there are and must be exceptions, the Department intends to leave in a natural state the majority of the total area of most parks.

The Department will focus on the restructured Provincial Parks and Heritage Sites System as an environmental and cultural showcase that significantly contributes to the provincial tourism industry. Marketing initiatives will promote the "green, clean and pristine" image of our Parks and our Province and the "good nature" of our people. In the future, the Department will strive to offer a variety of activities and special events in the parks, allowing users to enjoy the outdoors and the outstanding resources contained in the system.

Whenever possible and compatible, the private sector will be invited to participate in the Provincial Parks and Heritage Sites System, providing opportunities and services for users, thus stimulating increased economic growth in the local areas.

Only the best of the existing Provincial Parks and Heritage Sites will constitute the nucleus of the restructured system. New parks will be added to the System to complement and complete the representation of natural regions and cultural themes as resources become available.

Partnerships, volunteer participation and public consultation will be an important facet of the System. The Department will seek involvement of our citizens to encourage a greater sense of "ownership" of Provincial Parks and Heritage Sites.

V. MAJOR ISSUES

From the Master Plan Study, the Department identified the following nine major issues with significant implications for the present and future of the New Brunswick Provincial Parks and Heritage Sites System:

A) Redefining the Provincial Parks and Heritage Sites System

B) Image and Marketing

C) Individual Park Management Plans and Citizen Involvement

D) Private Sector Involvement

E) Activities and Programs

F) Maintenance

G) Revenues and User Fees

H) Linear Parks

I) Parks Legislation, Regulations and Policies

i) Provincial Parks Act

ii) Historic Sites Protection Act

Note: Two other major issues will be addressed by the Department following government decisions on the first nine: combined management of Provincial Parks and Heritage Sites System and the re-location of District Offices/staff.

A) REDEFINING THE PROVINCIAL PARKS AND HERITAGE SITES SYSTEM

MASTER PLAN ASSESSMENT OF THE PRESENT SITUATION:

Provincial Parks

The system comprises a nucleus of fine park properties both in park reserves and those currently being operated. However the system presently has a number of natural parks that do not seem worthy of inclusion within a Provincial System. A lack of criteria presently prevents determination as to whether existing properties should be included or removed from the system.

There are also outstanding and important natural resources of the Province that are not protected by being within the System. For example, only a proportionally small area of the coast is included within the present Provincial Parks System. (A Policy on Beachfront Development and Public Access, 1989, stated provincial parks and provincial park reserves represent 3.2% of the New Brunswick coastline - 67 km of 2065 km). There is no linear park component in the System and this lessens opportunities for providing exceptional outdoor recreational activities within and between parks.

The Department has had some success in the past, transferring small, local provincial parks to municipalities. Community management has been very successful in some cases (ie., Jardine Park in Richibouctо, and the park in Plaster Rock).

Heritage Sites

There is a mixture of development from two major interpretive villages to a number of geographically dispersed restored homes. The two villages, although functionally the same, have different reporting relationships to government (a Crown corporation vs a line function). The smaller sites are owned by the Province and are either operated directly by the Heritage Branch or administered indirectly.

There are, however, major interpretative gaps in the system of heritage sites. Many areas—especially the northern parts of the province—or aspects of New Brunswick history are not recognized, commemorated, or developed, resulting in a significant loss in cultural tourism potential. Themes connected with New Brunswick's Native, industrial, commercial, and post-1914 history remain untapped.

MASTER PLAN DIRECTION:

Provincial Parks

The Master Plan calls for an upgrading of the System through a reduction in the number of sites that will be formally classified as Provincial Parks. Staff and financial resources should be reallocated to the retained sites to improve the quality of the facilities, programs, and services offered.

More specifically, the Master Plan recommends the Department:

- decide what sites are "provincially significant" and should be retained or divested through the use of evaluation criteria applied to each site. Factors to be considered include:
  - intensive outdoor recreation value or potential;
  - opportunities for quiet enjoyment recreation value or potential;
  - interpretive/environmental education;
  - outstanding natural features present;
  - outstanding cultural/historic features present;
  - province-wide importance composite of all components.
- implement a process for divesting system components that do not meet the mission criteria;
- complete the System through new acquisitions;
- consider discontinuing one of the six present park districts by regrouping the parks into five management units.

Heritage Sites

The Master Plan for heritage sites recommends that :

- the heritage sites and villages should be integrated with the Provincial Parks into a new system to represent both the natural and cultural heritage of the Province;
- Kings Landing and the Village historique acadien remain as the flagships of the heritage program. Developments for these villages need to be undertaken to keep

their market edge, but should not be undertaken at the expense of "...the preservation and interpretation of in-situ resources throughout the province.";

- some of the sites based on in-situ heritage resources operated by Heritage Branch should not be retained in the system;

- develop and implement a Thematic Framework and Systems Plan under which the Province can recognize and commemorate sites of provincial historic significance.

DEPARTMENTAL RECOMMENDED ACTION:

It is recommended that the Department of Tourism, Recreation and Heritage:

i) temporarily defer decision to integrate Provincial Heritage Sites and Villages and Provincial Parks into a new System.

With respect to the Provincial Parks, it is recommended that the Department of Tourism, Recreation and Heritage:

ii) complete a Natural Regions Map to determine which provincial natural regions are not presently represented in the System, but should be;

iii) develop a Systems Plan to ensure representation of each Natural Region in the Provincial Parks System and recommend the acquisition of new parks to complete the system;

iv) conduct an evaluation of all present park properties to determine which meet the park system criteria;

v) upgrade the entire system through downsizing the number of natural parks;

vi) take appropriate action to transfer, dispose of or retain properties using one of following options:

- Transfer of parks to municipalities and/or non-profit sector. This would involve a two year transition process where the Department of Tourism, Recreation, and Heritage would subsidize the full operating cost during the first year and subsidize an amount not to exceed a negotiated percentage of the operating cost during the second year. The transfer could be conditional in that the property must remain a park. If conditions are not met the property reverts to the Province. A transferred

property would not be part of the System and therefore would not adopt the New Brunswick Provincial Park's Image.

- Withdrawing highway rest areas from the Provincial Parks System but ensuring full and proper use of key highway rest areas as important assets of the tourism industry. While these properties cannot be classified as Provincial Parks, many provide essential services to the travelling public and are required infrastructure for the scenic routes and touring trails programs. As such, they are an integral part of highway design and operation. The government should determine whether the Department of Tourism, Recreation, and Heritage, the Department of Transportation or some other jurisdiction has long term responsibility for the ownership and management of this network of sites.

- Dispose of surplus properties by transferring to the Department of Supply and Services. Such action may result in other provincial government departments acquiring the property or disposal of the property to the private sector through established public tender procedures.

- Hold properties in "park reserve" following evaluation, should the property require immediate protection and have potential for future development. The Department is particularly interested in water frontage both coastal and on inland rivers and lakes.

Note: The Provincial Parks System will not contain properties which are wholly under contract for purposes of operation. Therefore Provincial Parks will not be involved with long or short term leases of entire parks.

vii) consider, within the next five years, development of new parks and/or park expansion in the following areas to fulfil our responsibilities for protecting natural resources: Miscou Island, Heron Island, Bay du Vin Island-Miramchi Bay, Mount Carleton, Val Comeau-Baie de Tracadie, Spednic Lake/St. Croix River and Estuary, and the Fundy Trail. All of the above sites feature coastline, riverfront, water access, and marine resources, all of which are critical components that a Maritime province should be protecting and developing to allow for water based recreation and access to its residents and guests;

viii) seek the acquisition and development of certain linear parks utilizing abandoned railway right of ways, water ways or land based trails; and continue

to push for the creation of a National Marine Park in the West Isles region of the Bay of Fundy;

ix) temporarily defer decision to combine district and park office locations and reduce the number of park districts until realignment and restructuring is complete.

With respect to the Heritage Site system, it is recommended that the Department of Tourism, Recreation, and Heritage:

x) defer the decision of rationalizing the structure of the Village historique acadien with that of Kings Landing Settlement until such time as the decision is taken on the integration of Provincial Heritage Sites and Villages and the Provincial Parks into a single System;

xi) continue to maintain, operate, and develop the existing major historic villages utilizing existing administrative arrangements;

xii) continue to maintain and operate the existing provincially developed Heritage Sites until they can be fully assessed using the Thematic Framework and the Heritage Sites Systems Plan (in addition, recent attendance figures have improved dramatically);

xiii) develop a Thematic Framework for New Brunswick history;

xiv) develop a Systems Plan for Heritage Sites using the Thematic Framework and an explicit set of criteria for development, including thematic priority, land base capability, interpretative capacity, market potential, and partnership potential;

xv) use the Thematic Framework and criteria to determine areas of opportunity for new Heritage Site development over the next five years to fulfil our responsibilities for cultural resources;

xvi) evaluate development opportunities suggested by the Master Plan preliminary thematic study such as at Red Bank, Miscou Island, Government House, Partridge Island, Fort La Tour, St. Croix Heritage River, The Enclosure Park, Kings Landing, and Village historique acadien.

IMPLICATIONS:

i) Completion of Natural Regions Map.

ii) Completion of Provincial Parks System through acquisition of new sites, as resources permit.

iii) Downsizing will result in some existing parks being transferred or closed. This will affect employment and traditional activities in those specific areas.

The downsizing could provide existing operating budget dollars which could be reprofiled to enhance the parks remaining in the system.

The transfer of Provincial Parks property to the Department of Supply & Services will increase the work load of this Department.

iv) The Provincial Parks will no longer include highway rest areas and this leaves the operation of this service in question.

v) Completion of a Thematic Framework for Heritage .

vi) The addition of heritage developments to fill the gaps identified in the Thematic Framework, as resources permit.

vii) Establishment of heritage site resource inventory programs.

B) IMAGE AND MARKETING

MASTER PLAN ASSESSMENT OF PRESENT SITUATION:

Provincial Parks

The wide range of properties and park facilities that collectively make up the present Provincial Parks System lack a common denominator. This severely limits the ability of the System to attain a distinct identity which is crucial to becoming a major tourism asset to the Province. For this reason, parks are not now being marketed either inside or outside the Province by the Department, as an integral part of the New Brunswick Tourism Industry.

However certain promotional efforts and special events are being initiated by parks and district staff at several locations such as Parlee Beach, Mactaquac and Sugarloaf Provincial Parks.

Heritage

The heritage system has been serving the tourism industry extremely well, with over 70% of its clientele coming from outside the Province, but like the Provincial Parks, it lacks a system image. It is made up of the two major villages and Heritage Branch's Historic Parks. The major market segment for heritage is the age group 45 years and older. This market will grow as demographics change.

MASTER PLAN DIRECTION:

Provincial Parks

The perceived main attractions of New Brunswick are:

1) the beauty of its natural landscape

2) the friendliness of its people

This places the Provincial Parks System in an ideal position to promote the image recommended in the New Brunswick Tourism Strategy. The parks should become a major marketable image for the Province and major outdoor recreation destinations for New Brunswickers and out-of-province visitors. The Master Plan recommends that a promotional plan be prepared annually for the Provincial Parks System and that District offices have a defined role in implementing the plan.

Heritage

Cultural tourism is becoming an increasingly important factor in the growth of the tourism industry in general as demonstrated by market studies in the neighbouring states. The Master Plan recommends first "...the promotion of the sites to out-of-province visitors through an active advertising campaign that emphasizes the uniqueness of the history and culture of the Province ... The second potential is the development of the local market to increase repeat visitation by means of special attractions, events, and the eventual development of "friends of (the site)" groups."

DEPARTMENTAL RECOMMENDED ACTION:

It is recommended that the Department of Tourism, Recreation and Heritage:

i) create a common visual and physical identity by developing consistent standards for all Provincial Parks and for Heritage Sites in the system (color, logo, signs, facilities, prominent use of wordmark); and

establish a basic image for the Provincial Parks System so that residents can come to expect certain commonality across parks (ie., size of parks, programming, staffing, friendliness, etc.);

ii) train front line staff in hospitality procedures (ie., Welcome Spoken Here), to reinforce the image of "friendly, good natured people";

iii) coordinate, develop and implement, in cooperation with the Department's Tourism Division, a marketing strategy for both the Provincial Parks and Heritage Sites System and individual parks/sites to encourage use by New Brunswickers and out-of-province guests. Marketing will be practised at three levels: outside the province as part of the provincial image, inside the province, especially for Heritage Sites, and in the regions. The responsibility for park marketing within Head Office must be clearly assigned;

iv) develop and promote the eco-tourism and outdoor adventure concepts for increased use of Provincial Parks;

v) renew existing plans and programs at Kings Landing and the Village historique acadien to maintain market edge and appeal;

vi) establish within the next five years a toll free line reservation system and credit card acceptance for the Provincial Parks and Heritage Sites System;

vii) offer improved recreation, interpretation and environmental education programs to accentuate the outdoor experience;

viii) offer enhanced interpretation and heritage programming;

ix) improve security, safety and maintenance programs to reinforce the "clean, attractive, safe and natural" image of New Brunswick, and to demonstrate the Province's commitment to the protection of wildlife and the environment in close collaboration with the Department of Natural Resources and Energy and the Department of Environment;

x) establish partnership with other governments, other provincial departments, sport/recreation, and cultural groups to promote the new system image;

xi) operate some parks/sites year round and/or extend operations to the shoulder season to reinforce the Autumn and the Four-Season Concepts.

IMPLICATIONS:

i) Budget allocations, saved through park downsizing and privatisation could be reprofiled to provide funding for marketing initiatives such as staffing, advertising, etc. and for extending the operating season of some parks/sites.

ii) Marketing funds are needed for the promotion of the Heritage Sites and Villages.

C) INDIVIDUAL PARK MANAGEMENT PLANS AND CITIZEN INVOLVEMENT

MASTER PLAN ASSESSMENT OF THE PRESENT SITUATION:

At the present time, individual parks in the Provincial Parks System do not have formal, approved management plans. Existing park classifications (eg., recreation park, beach park, campground park, etc.) have no relationship to current park management practices. The park classification system in use is based on activities and not resources or a systems plan. Park zoning and formal public involvement in planning or development of parks are almost nonexistent. Park programs have been cut during budget reduction exercises. This has fostered a lack of public support, a decline in use of parks, and ad hoc decision making, both at the bureaucratic and political levels.

Development plans have been completed for the major historic villages and some of the sites. There are no management plans, however.

MASTER PLAN DIRECTION:

Unlike other provincial park agencies, the New Brunswick Provincial Parks will have one classification only. This will result in a fewer number of larger provincial parks and eliminate small activity oriented parks and highway rest areas from provincial park status.

New Brunswick will initiate a formal process to establish individual park management plans for all the Provincial Parks and Heritage Sites in the System.

The management planning process is a framework for making decisions regarding park resource protection and allocation. Each park property whether in active, reserve or proposed status, should be managed according to a management plan. The park management plan addresses the purpose of the park, the issues and opportunities specific to the park, the zoning of the property and recommended actions for park management.

Each zone in the park can be described as follows:

- **Unique Resource Zone** offers the highest level of protection to unique natural or cultural land and water areas. This zone contains or supports features of ecological, geological, flora, fauna, cultural, historical or outstanding visual significance. Passive outdoor recreation may occur in this zone, but under strictly controlled conditions.

- **Environmental Protection Zone** is designed for land that is sensitive for a specific reason: ie., steep slopes, erodible soils, wet lands, barrier dunes, etc. This zone may

also serve as a buffer or perimeter around a Unique Resource Zone. Dispersed and non-motorized recreational uses such as interpretation, hiking, cross-country skiing, and fishing, may occur in this zone.

- **Natural Resource Management Zone** contains land which can appropriately provide sustained benefits of dispersed outdoor recreation. This zone can be expected to contain the major percentage of the area within the Provincial Parks System. Extensive, all- season recreation trail systems, camping at specific locations and fishing may occur in this zone. Interpretation programs will be provided.

- **Developed Lands Zone** includes all areas within a park that have been subject to site and structural development in the past and any area that is to be seriously considered for recreational development within the 10 year life of the park management plan. This zone provides high quality outdoor recreation and sustains relatively large numbers of participants at one time. All compatible recreational activities are permitted within this zone. The Master Plan advocates that the developed lands zone comprise no more than 5% of the total park area.

- **Permanent Acquisition Boundary** is an area identified as necessary for future completion of the park, to protect resources and increase the area left in a natural state.

One of the basic principles of the planning process, is public participation in the development of park management plans. The process will allow public input through the formation of a park management planning task force and through regular public consultation meetings.

The park management plan should be revised every 10 years.

Since the Master Plan recommends that the Heritage Sites be amalgamated with the Provincial Parks System, the management planning tool is assumed to be applicable to the heritage sites as well. The exception would be that the unique resource zone and developed land zone would be one and the same in the developed heritage sites using in-situ resources. In addition, the Master Plan calls for cultural resources in the remaining Provincial Parks to be systematically inventoried.

DEPARTMENTAL RECOMMENDED ACTION:

It is recommended that the Department of Tourism, Recreation and Heritage:

i) adopt the individual park management planning process proposed by the Master Plan with the the following revisions:

- rather than adopt a rigid percentage of developed versus undeveloped areas, the Province will strive to leave in its natural state a large majority of the total park area;
- park management plan reviews will be conducted every 7 to 10 years, as resources permit.

ii) initiate the park management planning process, beginning with Mactaquac Provincial Park, Mount Carleton Provincial Park and Parlee Beach Provincial Park;

iii) implement a standard management planning process for each component of the Provincial Parks System. The process will evoive as follows:

- formation of a Department Planning Team and a Citizens Advisory Committee;
- public information meeting;
- identification of issues and alternatives through public consultations;
- draft plan and public consultation;
- writing of the recommended park management plan;
- approval of park management plan by the Minister of Tourism, Recreation, and Heritage;
- presentation of the park management plan to Cabinet for final approval;
- plan released to the public;
- implementation.

iv) promote and encourage public involvement and participation in park activities after the completion of the park management plan. The Citizens Advisory Committee could possibly evolve into a local park advisory board, park recreation committee, or Friends of the Park Cooperating Association. Parks' officials could also hold annual consultation meetings with park users; Provincial Tourism, Sport, Recreation, Environmentalist, Naturalist, Heritage Groups, etc.

v) adopt the Provincial Parks land stewardship zoning process recommended by the report (guidelines are illustrated on p. 31);

vi) approve the management planning process in principle for heritage sites and villages and apply to selected sites/villages, possibly starting with Kings Landing Historical Settlement;

vii) implement a program in the Provincial Parks for identification, protection, and interpretation of their cultural resources.

IMPLICATIONS:

i) Adopting the management planning process is an ambitious undertaking given the current level of human and financial resources to carry out the management plans.

ii) While involving the public in the planning process may help build a stronger constituency and base of support for parks and park activities, the process will be time consuming and expensive and may create expectations which will be difficult to respond to.

iii) Given the existing level of operational enforcement staff resources, the management of zones will be difficult to undertake.

iv) Changes will be required to the Parks Act to reflect policy changes such as, the elimination of commercial harvesting and restrictions on mining and gravel extraction throughout the system.

v) Additional resources will be needed to complete the inventory of cultural resources within Provincial Parks.

PROVINCIAL PARKS LAND STEWARDSHIP ZONING GUIDELINES

Special guidelines have been developed to provide a framework for the management of the zones. The following is a brief synopsis of the park management guidelines:

ACTIVITY	UNIQUE RESOURCE ZONE	ENVIRONMENTAL PROTECTION ZONE	NATURAL RESOURCE MANAGEMENT ZONE	DEVELOPED LANDS ZONE
Forest Management				
. commercial harvest	No	No	No	No
. aesthetics	No	No	Some	Yes
. park management purposes	No	Some	Yes	Yes
Wildlife Management	No	No	Yes	Yes
Fisheries Management				
. sport	No	Yes	Yes	Yes
. others (commercial, fish farming)	No	No	No	No
. shell fish	No	No	Yes	Yes
. ice fishing	No	Yes	Yes	Yes
Hunting	No	No	No	No
Trapping	No	No	No	No
Resource Protection				
. wildfire control	Some	Some	Yes	Yes
. insect and disease	Some	Some	Yes	Yes
Resource Extraction				
. sand/gravel	No	No	No	No
. minerals	No	No	No	No
Agriculture				
. crop cultivating	No	No	No	No
. haying/grazing	No	No	No	No
. park management purposes	No	No	Some	Some
Recreation	Some	Some	Some	Yes
Commercial/Private Sector Development				
. general services	No	No	Some	Yes
. recreational facilities	No	No	Some	Yes
. lodges & outcamps	No	No	Yes	Yes
Mechanized Travel				
. off road terrain vehicles	No	No	No	No
. motorized water vehicles	No	No	Some	Yes
. snow mobile	No	No	Some	Yes
Pets	No	No	Some	Yes
Utility/Transportation Corridor	No	Some	Some	Yes
Facilities/Construction	No	No	Some	Yes

D) PRIVATE SECTOR INVOLVEMENT

MASTER PLAN ASSESSMENT OF THE PRESENT SITUATION:

While there are many examples of successful private sector operations in parks, there is an absence of consistent, system-wide policy in regard to long and short term private sector involvement.

There exists a strong administrative ability in the district offices to supervise and monitor concessions and other private sector activities.

Good concession and property records are maintained and central office pays close attention to these matters. The majority of existing park concessions are of good quality.

Excellent opportunities exist for greater private sector involvement in operating park programs and providing park maintenance support. This has potential to strengthen local economies and create an identity through partnership in the Provincial Parks System.

MASTER PLAN DIRECTION:

There is a trend towards private sector involvement in Provincial Parks in Canada in order to reduce costs and promote local entrepreneurial skills.

Experience with private sector involvement in other Provincial Parks Systems suggests however that:

i) greater privatisation in New Brunswick Provincial Parks should be encouraged, but be limited to maintenance tasks, certain services and clearly defined activities;

ii) responsibility for resource management and planning should rest solely with the Department;

iii) the greatest benefit to be derived by such privatisation measures would be to reallocate available staff dollars to plan and manage resources, and to initiate new visitor directed programs resulting in increased use and economic impact.

DEPARTMENTAL RECOMMENDED ACTION:

It is recommended that the Department of Tourism, Recreation and Heritage:

i) encourage the private sector to operate existing services and facilities such as canteens, restaurants, camper stores, retail outlets, equipment rental and miscellaneous visitor services through concession agreements;

ii) whenever possible and if feasible, offer the campground components within the system to the private sector to operate;

iii) undertake an evaluation to determine whether the golf courses at Mactaquac and Herring Cove and the Sugarloaf alpine ski/summer slide complex should be operated by the Department or by means of concession arrangements.

iv) offer medium and long term leases to the private sector for facility development within specific parks (ie., seasonal chalets, hostels, etc.;

v) use maintenance contracts for garbage collection, grass mowing, cleaning, painting, etc., wherever possible;

vi) encourage the development of private sector-operated visitor programs such as outdoor adventure packages, nature observation packages, campground recreation programs, amphitheatre programs, lifeguard programs and/or operate through partnerships between the Department, the private sector, communities and organizations;

vii) promote the use of Provincial Parks and Heritage Sites as research facilities by universities and other agencies and individuals.

Note 1: The involvement of the private sector in the Provincial Parks System will be fully respectful of collective bargaining agreements.

Note 2: The Provincial Parks System will not include properties which are wholly under contract for purposes of operation, therefore the Department will not be involved with long or short term leases of entire parks.

Note 3: The major historical villages and Heritage Sites already concession major parts of their operations.

The specific application of the preceeding recommendations will be determined for each park through the park management planning process. Guiding principles which will apply to privatisation are:

- fees will be set by the private sector but approved by the Minister;
- all facilities and programs developed and operated by the private sector will be accessible to the physically challenged;
- quality control measures and standards will be set and strictly monitored by the Department;
- image standards will be set and monitored by the Department;
- major facility development will be permitted in the "Developed Lands Zone" only;
- each developer must prepare a Business and Operation Plan which must be approved by the Department.

IMPLICATIONS:

i) The resulting replacement of government jobs with private sector jobs may have a negative effect on the local area. Within the work force which remains, staff transfers and other changes may be required by the restructured system. Employees with job protection under the General Labour and Trades agreement may have to be offered positions which are located a substantial distance from their place of residence.

ii) While reducing operating costs, privatisation will result in increased costs for concession management. If private sector is not held to agreements there will undoubtedly be a loss of facility quality.

iii) Budget dollars saved through privatisation may be reprofiled into much needed programs, planning and maintenance.

iv) Removal of some smaller, wholly concessioned, parks from the existing system.

E) ACTIVITIES AND PROGRAMS

MASTER PLAN ASSESSMENT OF THE PRESENT SITUATION:

Through successive government budget reduction exercises, park interpretation and recreation programs have been almost entirely eliminated from the system. In the case of Historic Parks, interpretation is the "raison d'etre". Budget reductions have led to stagnation of interpretative programs.

No year round staffing exists to support the importance of programs in parks either at headquarters or the district level. Park programming and associated promotional initiatives are a low Department priority. Little attention has been given to interpreting the historical, archaeological and cultural features which are present throughout the system.

The Department has had to rely on the Department of Labour job creation programs to staff the limited park interpretation and activities programs currently offered at Provincial Parks and Heritage Sites, both natural and cultural. This reliance has resulted in the deterioration of the programs. As a result, the Department has been unable to offer consistent, high quality activities and interpretive experiences to visitors. Yet, interpretation is the most important and dynamic program that the System can offer, "... not having an interpreter in a park is like inviting a guest to your house, opening the door and then disappearing".

MASTER PLAN DIRECTION:

The Provincial Parks of New Brunswick have many important, interesting cultural and natural features which should be appreciated by the residents and shared with the visitors. Public interest in the environment is growing. The parks system can provide an opportunity for environmental/historic education for both the school system and the public at large to experience and learn about their surroundings. The park interpretive programs can be designed to provide year-round activities and environment educational at selected parks.

The development and marketing of quality programs based on ecosystem studies, rare and endangered species, cultural and historical themes, and soft adventure recreation will result in increased use and significant economic spin-offs.

There are other opportunities to provide linkage with organized sport, recreation and heritage groups, and possibly to share program personnel with municipalities.

The Parks System should have one full-time program coordinator in each district. These staff would be responsible for all types of programs in the parks and work with the Department of Education to extend environmental/historic education in the school system.

These employees could coordinate volunteer programs resulting in additional participation in park activities.

DEPARTMENTAL RECOMMENDED ACTION:

It is recommended that the Department of Tourism, Recreation and Heritage:

i) reprofile budgets and resources which result from the downsizing of the number of parks in the system, to develop and operate programs in those parks that remain thus reducing dependency on the Department of Labour programs and ensuring a consistent quality;

ii) realign staff in parks to provide continuous, reliable and marketable programs for New Brunswickers and visitors. Programs should provide outdoor opportunities and hands-on experiences;

iii) assess each park to determine its unique resources and opportunities and design programs accordingly;

iv) design user-participaction programs in each of the following areas:

- interpretation,
- recreation,
- special events,
- environmental/historic education (both in parks and in schools);

v) offer, in co-operation with the private sector, new and unique activities such as eco-tourism packages, outdoor adventure packages, cultural and historical special events and interpretation, outdoor laboratories, field trips to keep people in the parks for a longer period;

vi) develop and possibly even deliver programs through partnerships with private sector groups, the Canadian Parks Service, Roosevelt-Campobello International Park, other provincial departments such as Departments of Natural Resource and Energy and Education, provincial sport and recreation associations, universities, heritage groups, local service clubs, seniors groups, recreation departments, communities, etc. Examples of activities which could be offered through partnership include, the hosting of major sport and recreation events, multi-cultural activities, square dances, film presentations, story telling, music programs and Native cultural activities.

vii) put increased emphasis on interpreting natural and cultural resources;

viii) establish volunteer groups for providing complimentary services in conservation and recreation program activities (ie, Retiree Career Extension/Internship Programs);

ix) open selected parks year round to promote the Four Season concept and year round outdoor activities. Other parks may open for special events during the winter, spring and fall seasons (ie., sleigh rides, maple sugar runs, ground hog day or bird watching/spring migration, harvest festivals);

x) assume lead responsibility for the provision of all programs, using the services of private sector and non-profit organizations. Exchange of services amongst federal counterparts and provincial departments and the Department branches will also be encouraged;

xi) establish a full time program coordinator position at head office.

IMPLICATIONS:

i) As current budgets do not allow for an expansion of the delivery of programs and activities, reprofiling of funding is necessary. Dollars saved through park downsizing and privatisation should be reprofiled to develop and deliver programs throughout the system.

F) MAINTENANCE

MASTER PLAN ASSESSMENT OF THE PRESENT SITUATION:

There are three major budget problems in the maintenance sector that need to be addressed:

- deferred maintenance has created high cost repairs at several older and larger natural provincial parks;
- at historical parks the impact of deferred maintenance is much more expensive and resource threatening;
- given the insufficient annual maintenance funding, the use of capital funds for annual maintenance purposes is common practice.

MASTER PLAN DIRECTION:

- operating budget should be increased to allow for maintenance (versus using capital budget) to improve the deferred maintenance situation;
- increase cooperation with the Department of Supply and Services and use more of their expertise (ie., assessments, maintenance schedules for specific parks, etc.);
- use consistent maintenance standards (to improve the overall image of the Provincial Parks and Heritage Sites System);
- use volunteers to assist in some maintenance, conservation, land management tasks and program activities (ie., Conservation Corps, Internship Programs).

DEPARTMENTAL RECOMMENDED ACTION:

It is recommended that the Department of Tourism, Recreation and Heritage:

i) seek an increase of its ordinary account budget for maintenance;

ii) establish a plan to deal with deferred maintenance problems;

iii) collaborate with Department of Supply and Services to plan and develop a maintenance strategy;

iv) establish and implement system wide maintenance standards;

v) assign the responsibility of staff training officer (Head Office) and increase staff training (ie., Occupational Health and Safety, WHMIS, First Aid);

vi) establish the following groups:

- a conservation corps which would provide a motivated group of primarily young people to carry out conservation/land management tasks during the summer season;

- volunteer groups to assist in conservation, interpretation, recreation, and program activities (ie., Retiree Career Extension, Internship Programs, Trail Crews).

IMPLICATIONS:

i) The ordinary account should be increased to provide for the annual maintenance of facilities and to carry out proper resource management. This increase cannot be deducted from current level of capital funding as this is too essential for legitimate "capital projects".

G) REVENUE AND USER FEES

MASTER PLAN ASSESSMENT OF THE PRESENT SITUATION:

Of the 41 staffed Provincial Parks which operated during the 1988 season, only 25 collected revenues. System-wide, there was a cost recovery of 36% .

The issue of user fees and charges is confusing and of low priority in the Provincial Parks and Heritage Sites System at present. The value of the user fees to the System is not understood or of much concern to the majority of staff, with the exception of Kings Landing which derives a part of its budget requirements from user fees and concessions. The level of cost recovery from these sources cannot be sufficient to cover costs, as indicated by similar operations world wide.

In times of budget restraint, the staff who are left feel they should spend more time on priority operational work and not on the collection of fees.

MASTER PLAN DIRECTION:

Provincial Parks

The Department should strive to better balance the revenues and the increasing costs of services through consistent application of a fee system throughout the Provincial Parks System.

The System needs to take credit for its income during the budget process and use that credit to influence future budgets in a positive manner.

On park users fees, the basic park services involving recreational use (recreational trail uses, interpretive programs, dispersed picnic opportunities and low density, non-supervised swimming), should be offered without cost to park users. Support facilities should be provided for this basic use.

Cost recovery, through fees and charges, should be a priority for more specialized high cost services such as camping, golf, skiing, supervised beaches, natural tourist attractions, wherever:

- users can pay
- it is cost effective to collect fees
- fees are charged for comparable services elsewhere

Heritage Sites

Emphasis should be placed on expanding revenues from other sources, such as souvenir sales, special program fees or charges, food and beverage sales, concessions, rentals, etc.

Increased efforts to maximize returns could be encouraged by putting such revenues into a revolving account which could be used to fund program delivery enhancements. An alternate strategy is the establishment of cooperative societies or organizations of Friends.

DEPARTMENTAL RECOMMENDED ACTION:

It is recommended that the Department of Tourism, Recreation and Heritage:

i) bring forward a revised fee system which will strive to recover an increased percentage of the cost of services from users and only charge fees when it is cost efficient to do so;

ii) charge a vehicle entrance fee at each park where cost effective;

iii) institute a new 3 day pass (in addition to the one day and seasonal passes now offered);

iv) charge competitive fees for: campsites, golf courses, marinas, alpine skiing, alpine slides, swimming pool, natural or other tourist attractions, special events and active recreation activities;

v) not charge for individual (walk-in) access to the parks, the use of hiking, walking, cycling, and cross-country ski trails, beaches, picnic areas, and other passive recreation activities;

vi) develop fee packages and discounts for special interest groups within the province to encourage increased use of Provincial Parks; and with the private sector develop "packages" to encourage tourists to use the parks;

vii) assign full responsibility for revenue matters to one employee at the Head Office;

viii) assure that any private sector involvement in the System contributes a fair portion of its revenue to the Province through a competitive tendering process and the establishment of minimum payments;

ix) revenues from Heritage Sites be used to augment programming to further increase visitation.

IMPLICATIONS:

i) There is likely to be strong local opposition to the collection of the vehicle entrance fee at some parks where admission has traditionally been free.

ii) User fees for some additional programming components of park operations will have to be initiated to improve the cost recovery ratio. Should the private sector be contracted to supply program components, they will have to be able to charge a competitive fee for the service.

iii) Government revenue from park concessions will become increasingly important, while demanding a more careful scrutiny of the operation by park field and headquarters staff.

iv) Additional human resources will be required at Head Office to implement a system of "friends organizations" or "co-operative societies" for heritage sites, given the limited staffing level for the Heritage Sites.

H) LINEAR PARKS

MASTER PLAN ASSESSMENT OF PRESENT SITUATION:

A trail system is one of the most important features that parks can offer to the public. Trails within the Provincial System can take several forms:

- linear park - a trail which is itself a park;
- trails within one specific park;
- trails linking two or more parks.

Trails can access the majority of a park's undeveloped area and unique features. Well maintained, well marked and well mapped trail systems are the user's gateway to personal encounters with wildlife, cultural treasurers, spectacular views and quiet enjoyment.

Trail related recreation is one of the fastest growing and popular activities in North America. Recreation opportunities are endless - walking, jogging, running, hiking, cycling, cross country skiing, snowmobiling, snowshoeing, canoeing, kayaking and boating. A good trail system will increase the number of park users and result in greater economic benefits.

In New Brunswick, trail development and maintenance is limited to a few Provincial Parks. Provincial Linear Parks are nonexistent. Linear properties, such as abandoned railroad right of ways, are available for acquisition and could possibly be the best alternative for immediate Provincial Linear Park development.

MASTER PLAN DIRECTION:

Linear parks have the potential for being a major attraction, appealing to New Brunswick residents and visitors on a year-round basis.

The use of linear parks can extend into seasons of the year when Provincial Parks are not operational. Further linear park study and the completion of a provincial trails plan are essential.

The restructuring of the Provincial Parks System should include both water and land linear components. Trail opportunities are categorized as follows:

- more trail development within established parks;

- linear parks which will include abandoned railways and waterways packaged in partnership with other components of the System such as the Dobson Trail, the National Parks and Heritage Rivers.

DEPARTMENTAL RECOMMENDED ACTION:

It is recommended that the Department of Tourism, Recreation and Heritage:

i) with the Departments of Transportation, Natural Resources and Energy, and Supply and Services, form an inter-departmental committee to bring forward recommendations for the use of abandoned railways;

ii) develop and implement a strategy for developing two pilot trails:

- Oromocto to Westfield (which complements Oak Point Provincial Park);
- St-Jacques to Edmundston Visitors Centre (Quebec Border) which complements Les Jardins de la République Provincial Park;

iii) put a greater emphasis on trail development within existing Provincial Parks;

iv) seek to establish a portion of the Fundy Trail Parkway as the first major linear provincial park;

v) work with the Department of Natural Resources and Energy and the St. Croix International Waterway Commission to establish a St. Croix River Linear Park development plan coordinated with nearby cultural resources and Provincial Park properties (ie., Spednic Lake Provincial Park, North Lake Provincial Park and Ganong Property);

vi) develop a "future development" provincial trail plan including Provincial, National, and International Parks; Dobson Trail; abandoned railway right of ways; waterways (St. Croix and future Heritage Rivers); Appalachian Trail; and Native portages.

IMPLICATIONS:

i) While presenting an opportunity without equal, the conversion of abandoned railway right of ways to recreational trails and possibly linear parks, does also imply a number of problems, potential and known:

a. The initial cost of purchasing the land from the railways who are on record as requesting true market value. This request is substantially different from that demanded from some other provinces who are being given the land.

b. The general cost of public liability and the specific costs of maintaining bridges, trail beds, culverts and other structures.

c. The potential disagreements with adjacent land owners.

ii) Given the above any involvement with one or more pilot projects utilizing railway ROW's will demand a substantial commitment of staff resources to co-ordinate and implement.

I) LEGISLATION, REGULATION AND POLICIES

i) PROVINCIAL PARKS ACT

MASTER PLAN ASSESSMENT OF THE PRESENT SITUATION:

The Parks Act has been the basic authority for Provincial Parks since its initial passage in 1965. Presently the Minister, with an Order in Council, may acquire or dispose of park lands. Regulations allow for commercial harvesting in three Provincial Parks. Mining and quarrying are also allowed by regulation.

MASTER PLAN DIRECTION:

The Parks Act is in need of modification, in regard to a number of key issues that would provide a needed expansion of the statutory base for Provincial Parks in New Brunswick.

The following are needed modifications:

- expanded explanation for dedication (ie. the reason for being) of Provincial Park lands, relating to their public mission;
- articulated basis for the management planning process which would be a requirement for all provincial park properties; consolidated, consistent authority for acquisition and disposal of park assets;
- authorization for linear property acquisitions as part of the Provincial Parks System for long distance trail corridors, on land or on rivers and streams. This linear network could become a Provincial Trails System and be so authorized in the Parks Act;
- articulation of the role of the Provincial Parks System in serving the needs of disabled populations;
- authorization for the acquisition of conservation restrictions or easements to provide scenic landscape protection and protective buffer zone extensions in regard to provincial parks;
- authorization for automatic transfer to the Department of tidal lands adjacent to Provincial Parks once property is acquired. Tide lands would revert to the jurisdiction of the Department of Natural Resources and Energy if the area were to be removed from the Provincial Parks System.

DEPARTMENTAL RECOMMENDED ACTION:

It is recommended that the Department of Tourism, Recreation and Heritage:

i) bring forward recommended changes to the act that are consistent with the philosophy of this document and the decisions of government with respect to this document. Emphasis should focus on the following changes:

- a new definition of a Provincial Park,
- the purpose of the Provincial Parks,
- a management planning process,
- any disposal of park property would require approval of the legislature,
- an acquisition authorization process for the purchase of conservation/ preservation areas (buffer and protective zones) around parks,
- improved access for the physically challenged.

ii) bring forward changes to the regulations governing Provincial Parks which are consistent with the philosophy of this document and the decisions of government. Priorities will be given to:

- care, preservation, improvement, control and management,
- mining/mineral interests,
- use of lands
- regulating fires,
- imposing and collecting fees,
- prohibiting or regulating cutting and removal of forest products,
- hunting, fishing and trapping,
- firearms;

iii) develop or realign the Department's policies, operating procedures and guidelines to reflect the philosophy of this document;

IMPLICATIONS:

i) Changes in the Parks Acts and Regulations would establish the purpose and role and give clear direction on difficult public issues such as resource harvesting, park planning, and acquisition and disposal of park property.

ii) HISTORIC SITES PROTECTION ACT

MASTER PLAN DIRECTION:

The Historic Sites Protection Act (1954) needs to be strengthened in order to ensure adequate protection of resources, deal more effectively with the different levels of protection required and address heritage management concerns. No policies exist for Heritage Conservation, Museums and Commemoration.

The Historic Sites Protection Act requires a public legislative review. This is seen as crucial to strengthen legislation in the resolution of conflicts between public good and individual rights. A public consultation process should be initiated to address the following key weaknesses:

- development restrictions on declared heritage sites;
- control over land use and development around heritage sites and in sight lines around them;
- classification of appeal procedures;
- more realistic penalties;
- establishment of the Advisory Board currently mandated by legislation but not in place.

Also recommended is the establishment of a provincial Heritage Trust or Foundation. It would be mandated to accept donations and bequests on behalf of the Province. As a foundation it would be restricted to expending only the interest on its capital, and in this respect it would function essentially as an endowment fund for heritage programs in the province.

Through this vehicle funding could be targetted toward:

- grants in aid of private heritage projects;

- grants in aid of fundamental research into New Brunswick Cultural Heritage;
- project grants for heritage societies and organizations;
- training programs and conferences;
- heritage awards and citations;
- a provincial heritage magazine/newsletter;
- liaison with Heritage Canada.

DEPARTMENTAL RECOMMENDED ACTION:

It is recommended that the Department of Tourism, Recreation and Heritage:

- initiate a public Legislative Review in 1992-93;
- establish a Heritage Trust/Foundation;
- establish policies for Heritage Conservation, Museums and Commemorations.

Note #1: A long term plan for the New Brunswick Museum is currently being initiated. The relationship of the Museum with community museums in the province will be recommended. A Museum Policy will follow.

Note #2: A Commemorations Strategy is now complete. A Commemorations Policy will follow.

IMPLICATIONS:

i) Significant issues around the level of heritage resource protection can be gauged effectively by a full round of public consultation and discussion. More flexible legislation is needed to be able to offer protection and to provide guidance for the use of the province's stock of heritage site resources.

VI. HERITAGE STEWARDSHIP

Heritage is our cultural past; it encompass a variety of properties, sites, museums, developed historic villages, artifact collections, archival documents, the remembrances of individuals, and other sources of information on the Province's cultural evolution. In Canada, primary responsibility for the management and preservation of cultural heritage resources lies with the provinces. Stewardship of these resources in New Brunswick is the responsibility of the Department of Tourism, Recreation, and Heritage and its agencies. The mandate is carried out by the Heritage and Archæology Branches, the Provincial Archives, the New Brunswick Museum, Kings Landing Historical Settlement, and the Village historique acadien.

The aspect of heritage stewardship to which the Master Plan most directly relates is the mandate of the Heritage and Archæology Branches, both of which have responsibilities that go beyond the operation and development of an asset-based sites system. In fact, the development of a park or historic site is only one form of commemoration. Additional consideration needs to be given to this added dimension. While some of the following issues have been detailed earlier in the report, the specific initiatives that are outlined here stem from the Master Plan recommendations in the context of the broader mandate. Some of these will have substantial impact for the implementation of the Cultural Division Strategy, as well.

A) ISSUES:

i) Legislative Review—The most important recommendations concern the need for a complete reworking of the Historic Sites Protection Act. It has been called by the Plan the most outdated legislation of its kind in Canada. In fact, it has not been seriously amended since in was introduced in 1954. It has never been tested in the courts; it does not allow any leeway in its protection provisions; and it is too blunt an instrument to be widely used.

The Master Plan recommended action is to rewrite the legislation by using a process found to be very effective in British Columbia and Ontario—a public round of consultations. Only by assessing the wants, needs, and wishes of the public and interested parties can a fair piece of legislation be proposed for consideration. It must reflect the balance that the public wishes for preservation of our common heritage vs individual rights. As an additional benefit, the process becomes a part of the message about preserving our cultural environment; at least that has been the experience in other jurisdictions. It brings a realistic level of preservation to the debate.

ii) Public Involvement — The low residential use (only 28% of visitation) and high percentage of first time visitation (65%) means that New Brunswickers are not using heritage facilities. While it means that the sites and villages are, indeed, drawing in the external market for the benefit of the tourism industry, it is not meeting its primary mandate with regard to the citizens of New Brunswick. The Master Plan recommends more interaction with the public through a Heritage Council advising the Minister; activation of the Historic Sites Protection Act advisory board for the legislation; a Heritage Trust to stimulate private sector involvement in financing cultural heritage; and citizen groups or "Friends" for the developed heritage sites and villages. In addition, the vital importance of grants to community museums and historical societies is confirmed. They should also be expanded to include funding fundamental research into New Brunswick heritage and for support to heritage trusts for architectural preservation.

iii) Conservation Policy for Heritage Site Resources —The conservation of heritage site resources represents a major problem for the Heritage and Archæology Branches. While the legislative review will provide a basis for these concerns, there are policy areas that need addressing in both the short and long term. There is need of a policy for the provincially owned architectural, archæological, and historic place resources. The Province as a major land holder needs to address directly its responsibilities for the protection and conservation of these resources. This will set the tone for the private and corporate stakeholders.

There is a need for on-going inventory programs to increase our knowledge about site distribution, nature and condition to be able to address problems quicker and have the resources considered as early as possible in the planning processes. While the Environmental Impact Assessment process serves the major need for architectural and archaeological site conservation, there are areas not presently covered including many landscape disturbances which fall below Environmental Impact Assessment consideration and which occur in urban areas.The latter are of great concern for architectural resources.

iv) Commemorations —A vital part of any program for heritage sites includes the aspect of Commemorations—the selection and promotion of resources of significance to the Province. It is a means of making decisions about the nature of the resources, assessing potential contribution to New Brunswick today, and producing products that increase public access, pride, and awareness. The Commemoration program is easily the most visible part of

heritage stewardship by providing visible products: brochures, plaques, interpretive signage, and potentially developed sites. New Brunswick has under utilized commemorations, with about forty sites designated under the legislation out of the thousands on record (architectural and archæological). The needs of the program include standard criteria, evaluation procedures, definition of products with a common image, and monitoring.

v) Systems Plan for Heritage Sites —A Systems Plan is recommended by the Master Plan as the tool that can provide a consistent development of our Province's history. A Thematic Framework reduces the 11,000 years of human settlement to a manageable set of themes, sub-themes and elements. The provisional framework developed in the Master Plan identified many gaps in coverage of our heritage: little Native content, little early French Period, little representation in northern New Brunswick, no post 1914, little commercial/industrial or social themes. These gaps have development potential for putting heritage into action with major social and economic benefits.

vi) Developed Historic Sites System —The Master Plan recommends that the smaller heritage site developments (Doak, MacDonald Farm, Bonar Law, Sheriff Andrews, Military Compound) be seriously examined for inclusion in the system because of low attendance. However, last years experience has put a new light on these assets as increased programming has shown a dramatic turn around with usage doubling and even tripling. Total attendance is now well over 40,000 and climbing. It has significant impact for the dollar value and for community involvement with the increasing visitation rates. It is apparent that there is an untapped potential for market growth to the New Brunswick resident—they are the ones not using the facilities and yet this is the market to reach for conservation of resources, building image, and promoting identity.

vii) Museums Policy -The Master Plan deals with the community museum responsibility of Heritage Branch. In 1990, the Federal government introduced a museum policy after extensive public consultations. The program implications of this policy are just now coming to be known. It was planned that the provincial government would initiate the development of a provincial museum policy pending the outcome of federal program changes. However, the current situation at the New Brunswick Museum and committed study has superseded policy development. The role of the New Brunswick Museum vis-a-vis the museum community province wide is included in the terms of

reference of the long-term planning study of the Museum. A provincial museum policy will become a priority subsequent to the completion of the planning study.

B) DEPARTMENTAL RECOMMENDED ACTION:

It is recommended that the Department of Tourism, Recreation and Heritage:

i) revise the Historic Sites Protection Act through a public consultation process to recommend changes and levels of legislative protection for the heritage site resources of New Brunswick;

ii) prepare a Commemorations Strategy and Policy/Programs;

iii) develop a Conservation Strategy for Heritage Sites to address general problems of site preservation and provincially owned resources;

iv) establish a Heritage Advisory Committee to allow citizen advice on all matters pertaining to the full range of heritage resources, "Friends" organizations for the developed sites, and a New Brunswick Heritage Trust;

v) increase the grants to the museum community and historical societies and expand their scope to stimulate fundamental research and to support heritage trusts;

vi) complete a Thematic Framework of New Brunswick history and a Systems Plan for site development;

vii) bring together the developed Hertiage Sites into a marketable entity.

C) IMPLICATIONS:

i) The legislative review is essential as a foundation to meet the Province's responsibility for heritage site resource management and is a cornerstone for heritage policies and programs, which yield important economic and social benefits.

ii) Commemorations will be established as a program.

iii) The Conservation Policy has many implications, some tied to increased protection as a result of new legislation, some for government as a land manager.

iv) Heritage Sites development, Thematic Framework, and increased assistance to the heritage community will require additional resources.